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Adoption of the report of the Committee on its fifty-sixth session

Draft report

Rapporteur: Mr. Aleg **Yermalovich** (Belarus)

Addendum

Proposed strategic framework for the period 2018-2019
(*Item 3 (b) (ii)*)

Programme 4
Peacekeeping operations

1. At its 13th meeting, on 7 June 2016, the Committee considered programme 4, Peacekeeping operations, of the proposed strategic framework for the period 2018-2019 (A/71/6 (Prog. 4)). The Committee also had before it a note by the Secretariat on the review of the biennial programme plan, by sectoral, functional and regional bodies (E/AC.51/2016/CRP.1/Rev.1).

2. The Assistant Secretary-General for Peacekeeping Operations introduced the programme and, together with other representatives, responded to queries raised during the Committee's consideration of the programme.

Discussion

3. Peacekeeping operations were considered important mechanisms and unique instruments for the United Nations to employ to maintain peace and security. In that regard, delegations expressed their support, including through the contribution of troops to field missions, to all efforts undertaken within the purview of General Assembly and Security Council mandates. It was stressed that these operations were an important component in terms of human and financial resources. Support was expressed to specific missions, such as the United Nations Military Observer Group in India and Pakistan.

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4. Delegations observed that the scope of the mandates of peacekeeping operations had been broadened, owing to new threats and challenges and to missions building local capacity and becoming more efficient and effective. The need to ensure the safety and security of peacekeepers was underlined, in the light of the recent attacks that had occurred in Mali, which had drawn international attention. In that regard, delegations enquired whether any concrete plans or measures had been implemented to protect troops on the ground.

5. Emphasis was placed on planning and rapid deployment as being key elements to international peace and security, which determined the role of the United Nations. Support was expressed for mainstreaming the benefits of the global field support strategy into the programme of work and using new mechanisms, tools and strategies, such as Umoja and the International Public Sector Accounting Standards, to address new challenges and to bring in fundamental changes in the way resources in the field were managed.

6. The view was expressed that the protection of civilians was a key priority of United Nations peacekeeping operations. In addition, it was considered that the importance of preventing and combating sexual exploitation and abuse was a critical issue that was not emphasized enough in the proposed strategic framework, especially in view of the recent Security Council resolutions on the subject, and support was expressed for the zero-tolerance policy in that respect. It was noted that changes in the proposed strategic framework for 2018-2019 should have focussed more on that issue.

7. It was pointed out that some revisions incorporated into the proposed strategic framework lacked clarity and required refinement to make them more objective, results-oriented and measurable. It was noted that changes made to the strategic framework of the programme were more detailed and therefore clearer.

8. Regarding the reference to continuing the reform and revitalization of peacekeeping in line with relevant recommendations of the High-level Independent Panel on Peace Operations, the view was expressed that reference should be made to the related General Assembly resolutions on the implementation of the recommendations of the Panel, and clarification was sought on the number of recommendations already in the process of being implemented by the Secretariat. It was questioned why the proposed strategic framework had not included a reference to the report of the Secretary-General or mandates from other bodies, such as the Special Committee on Peacekeeping Operations and the General Assembly, on the implementation of the recommendations of the Panel (paragraphs 4.7 and 4.12). Specific amendments to the text were proposed, such as removing the word "relevant" from the text: "continuing the reform and revitalization of peacekeeping in line with relevant recommendations of the High-level Independent Panel on Peace Operations" (paragraph 4.7) and adding "including of troop- and police-contributing countries" after "improving client satisfaction" (paragraph 4.11).

9. The view was expressed that some of the proposed activities incorporated into the overall orientation (as mentioned in paragraph 4.10), such as facilitating the delivery of humanitarian assistance and coordinating economic rehabilitation or mine-clearance programmes, appeared to be beyond the mandate of peacekeeping operations, but fell under the purview of the Security Council. In addition, clarification was sought on the meaning of "creating security conditions conducive to the return of refugees and internally displaced populations".

10. Under the overall orientation, in paragraph 4.11, clarification was sought as to who constituted "internal clients and external stakeholders". Furthermore, it was noted that no mention was made of Member States and troop-contributing countries.

11. One delegation noted that, in the plan outline, it clearly states that follow-up to the 2030 Agenda for Sustainable Development would be implemented under guidance from Member States, whereas the way forward with regard to the implementation of the recommendations of the High-level Independent Panel on Peace Operations, which states "continuing the reform and revitalization of peacekeeping in line with relevant recommendations of the High-level Independent Panel on Peace Operations", did not include any mention of guidance from Member States (paragraph 4.7). The same delegation mentioned that the approach should align with the plan outline and be clearly reflected in the relevant paragraph.

12. Under subprogramme 1, Operations, revisions to some of the existing indicators needed clarification. The view was expressed that the expression "on the basis of Security Council mandates" should be added to indicator of achievement (ii) of expected accomplishment (b). It was also noted that the reference to special political missions had been removed from paragraph 4.14, and the reasons for the deletion were requested.

13. Under subprogramme 2, Military, an update on the expected progress to be achieved by the end of the biennium 2016-2017 was sought. Additional clarification was sought on the legislative mandate behind indicator of achievement (a) (ii) on the initial/full deployment of advance teams, such as military and police components, and indicator of achievement (b) on the increased efficiency and effectiveness of the military components. Some delegations enquired as to whether Member States had been consulted in the elaboration of the United Nations military performance framework.

14. Under subprogramme 3, Rule of law and security institutions, an explanation on the increase of the number of indicators of achievement was sought. On indicator of achievement (a) (i), concern was raised regarding the use of maximum averages as an indicator of achievement for deployment, as this could imply a wide range of deployment times. It was suggested that indicators of achievement (a) (i), (ii) and (iii) be standardized to reflect one maximum average target instead of using varying targets. Clarification was sought on indicator of achievement (b) (ii) with regard to whether the "Increased number of peacekeeping operations" was appropriate, given that this fell outside the scope of decisions made by the Secretariat, and was rather the prerogative of Member States.

15. Under subprogramme 5, Field administrative support, concern was raised regarding the deployment of "experts" and their mandates (paragraph 4.23). On indicator of achievement (a) (i), concern was raised on the fact that selections from the roster of cleared candidates constituted between 85 and 90 per cent of all selections in field missions, which was considered a high rate. On expected accomplishment (d), the phrase "Increase in measures" indicated that new measures would be implemented, whereas changing the wording to "Full implementation of existing measures" would be more appropriate. Delegations enquired as to why, in expected accomplishment (c), an entire indicator of achievement pertaining to the recording of allegations of misconduct within three days had been deleted and what was the exact meaning of "allegations of serious misconduct".

16. Under subprogramme 6, Integrated support services, clarification was sought on "reducing the environmental impact of field missions" (paragraph 4.29) and on the difference in the services provided by the United Nations Support Base at Valencia, Spain, given that the Base was still considered controversial, was not yet part of the Global Service Centre and its designation had not yet been clarified (paragraph 4.30).

17. Regarding the United Nations Military Observer Group in India and Pakistan, the view was expressed that the continued monitoring of the number of ceasefire violations demonstrated the continued relevance of the mission. Furthermore, support for the strengthening of the capacity of the mission was cited. Clarification was sought on the number of officials that provide backstopping to the Mission and the strategy of the Mission to address the backstopping needs.

Conclusions and recommendations

18. **The Committee recommended that the General Assembly approve the programme narrative of programme 4, Peacekeeping operations, of the proposed strategic framework for the period 2018-2019, subject to the following modifications:**

Overall orientation

Paragraph 4.3

In the first sentence, delete "political and" and replace the word "peacemaking" with "sustaining peace".

Paragraph 4.7

Replace paragraph 4.7 with the following:

In carrying out their activities during the biennium 2018-2019, the Departments of Peacekeeping Operations and Field Support will focus on the following strategic, operational and support objectives: continuing the reform and revitalization of peacekeeping in line with relevant recommendations contained in: (a) the report of the High-level Independent Panel on Peace Operations (A/70/95-S/2015/446) and the report of the Secretary-General on the future of United Nations peace operations: implementation of the recommendations of the High-level Independent Panel on Peace Operations (A/70/357-S/2015/682), as reflected in the statement by the President of the Security Council (S/PRST/2015/22) and the report of the Special Committee on Peacekeeping Operations (A/70/19) endorsed by the General Assembly in its resolution 70/268; (b) the report of the Secretary-General on women and peace and security containing the results of the global study on the implementation of Security Council resolution 1325 (2000) (S/2015/716), as endorsed by the Security Council in its resolution 2242 (2015); and (c) the report of the Advisory Group of Experts on the Review of the Peacebuilding Architecture (A/69/968-S/2015/490), as endorsed by the General Assembly in its resolution 70/262 and the Security Council in its resolution 2282 (2016); strengthening strategic and operational

planning, including strategic force generation, deployment, management and transition of United Nations peacekeeping operations and exit strategy development; facilitating a shared understanding and a coherent approach among the Secretariat, Member States and other stakeholders on the future direction of United Nations peacekeeping, as well as individual operations in other conflict situations; increasing the efficiency and effectiveness of United Nations peacekeeping operations and continuing to strengthen and professionalize institutional capacity to analyse and meet ongoing strategic and operational challenges.

Paragraph 4.8

In the second sentence, after "including Member States," add "fully and promptly".

In the third sentence, replace ", and careful consideration will be given to gender and geographical balance in the staffing of operations." with ". In accordance with Article 101 of the Charter of the United Nations, the paramount consideration in the employment of staff shall be the necessity of securing the highest standards of efficiency, competence and integrity. Due regard shall be paid to the importance of recruiting staff on as wide a geographical basis as possible, and the gender perspective will continue to be pursued, in accordance with relevant resolutions of the General Assembly and the Security Council, including resolution 2122 (2013).".

Paragraph 4.9

Delete "specific" before "Security Council mandates".

Paragraph 4.10

Replace the third sentence with the following:

Mandates may include monitoring ceasefires and buffer zones; protecting civilians; providing specific protection for women and children; addressing the security threats and protection challenges faced by women and girls in armed conflict and post-conflict settings; disarming, demobilizing and reintegrating ex-combatants; supporting the reform of military establishments; training, advising, mentoring and monitoring host country police forces; contributing to the creation of security conditions conducive to the return of refugees and internally displaced populations; promoting electoral and judicial reform and assisting civil administrations; facilitating political processes to consolidate peace and strengthen State authority; monitoring, reporting and helping to prevent violations of international humanitarian law and of human rights; coordinating mine action, weapons and ammunition management and improvised explosive device response programmes; protecting cultural heritage as necessary and feasible; facilitating the delivery of humanitarian assistance; developing an exit strategy while maintaining relations with the host country.

Paragraph 4.11

Replace "client satisfaction" with "effectiveness and efficiency in service delivery".

In the last sentence, after "improved technological solutions," insert "rapid delivery of support,".

At the end of the paragraph, insert "The Department will continue to engage and interact with relevant troop- and police-contributing countries in accordance with the given mandate.".

A. Peacekeeping operations

Subprogramme 1
Operations

Expected accomplishments of the Secretariat

In expected accomplishment (a), after "Improved" insert "context- and mission-specific".

In expected accomplishment (a), insert "relevant" before "intergovernmental".

In expected accomplishment (a), insert "and police-" after the word "troop-".

Indicators of achievement

Replace indicator of achievement (a) (i) with "Increased percentage of recommendations of the Secretary-General, including those aimed at establishing new or implementing major adjustments to existing peacekeeping operations, incorporated into resolutions of the General Assembly, the Security Council and other relevant intergovernmental bodies".

In indicator of achievement (a) (ii), insert "and police-" after "troop-".

Subprogramme 2
Military

Expected accomplishments of the Secretariat

In expected accomplishment (a), after "establishment of" add "better tailored".

Indicators of achievement

In indicator of achievement (a) (iii), replace "policy" with "police".

Strategy

Paragraph 4.15

In the third sentence, add "and police-" after "troop".

Paragraph 4.16

After "reporting period", add "and ensure that deployed contingents and personnel are fully capable of carrying out their specific tasks. These military standards and policy guidance documents will also be used".

Replace "build on the newly developed United Nations military performance framework" with "continue to address United Nations military performance issues".

Subprogramme 3
Rule of law and security institutions

Indicators of achievement

In indicators of achievement (a) (i) and (ii), delete "with a maximum average of 30 days from" and insert "which must be accomplished as soon as possible within 30 days of".

In indicator of achievement (a) (iii), delete "with a maximum average of 25 days from" and insert "which must be accomplished as soon as possible within 25 days of".

Replace indicator of achievement (b) (ii) with "Increased number of national rule of law and security institutions, supported by peacekeeping operations, assuming their rule of law and security responsibilities".

Subprogramme 4
Policy, evaluation and training

Expected accomplishments of the Secretariat

At the end of the expected accomplishment, insert "that are consistent with the Charter of the United Nations and the basic principles of peacekeeping".

Subprogramme 5
Field administrative support

Expected accomplishments of the Secretariat

Replace expected accomplishment (d) with "Prevention and avoidance of serious misconduct".

Indicators of achievement

Replace indicator of achievement (c) with "All allegations of serious misconduct reported to peacekeeping missions are reviewed within seven days of receipt, for entry in the Misconduct Tracking System and referral to United Nations Headquarters".

Replace indicator of achievement (d) with the following:

(i) Vetting of all United Nations peacekeeping personnel to ensure that they do not have a history of misconduct while serving with the United Nations (ii) New measures adopted on matters of serious misconduct, including but not limited to substantially enhanced

oversight by mission headquarters of all mission sites, enforcement of best practices, regular analysis and mitigation of risk factors linked to misconduct and assessment of managers at all levels for their role in enforcing United Nations standards of conduct

(iii) Decreased number of substantiated allegations of serious misconduct, including sexual exploitation and abuse

(iv) Timely and effective implementation of all measures adopted on matters of serious misconduct, including special measures to prevent sexual exploitation and abuse in accordance with Security Council resolution 2272 (2016) and General Assembly resolutions related to the matter

Strategy

Paragraph 4.21

In the first sentence, after "monitor and support the" add "timely".

Paragraph 4.23

Delete everything after "and ensure rapid response".

Paragraph 4.26

Replace paragraph 4.26 with the following:

Continued emphasis will be placed on: prevention of and swift response to misconduct, including vetting all personnel for prior misconduct, mandatory training for all categories of personnel on standards of conduct and mandatory training for all categories of personnel to prevent sexual exploitation and abuse through the provision of training materials to Member States and peacekeeping operations; public information programmes on standards of conduct and reporting mechanisms for victims; monitoring, review and provision of policy guidance and oversight with respect to United Nations standards of conduct; advising missions on conduct and discipline matters relating to all categories of personnel and assisting with appropriate and timely follow-up to allegations of misconduct with the Member States concerned with a view to increasing accountability. Assistance and support will be provided to inter-agency efforts on protection from sexual exploitation and abuse and on assistance to victims.

Subprogramme 6
Integrated support services

Strategy

Paragraph 4.29

Replace the last sentence with "The Division will continue its efforts to reduce the overall environmental footprint of each peacekeeping mission, including by implementing environmentally friendly waste-management and power-generation systems, in full compliance with the

relevant rules and regulations, including but not limited to the United Nations environmental and waste management policy and procedures.".

Paragraph 4.30

In the second sentence, replace "the United Nations Support Base at Valencia" with "the United Nations facility in Valencia".

Legislative mandates

A. Peacekeeping operations

General Assembly resolutions

Insert:

69/287	**Comprehensive review of the whole question of peacekeeping operations in all their aspects**
70/6	**Strengthening of the United Nations system**
70/268	**Comprehensive review of the whole question of peacekeeping operations in all their aspects**
70/286	**Cross-cutting issues**

Add the following subheading and legislative mandate:

Security Council resolution

2272 (2016) United Nations peacekeeping operations